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REPORT BY THE

Comptroller General

OF THE UNITED STATES

ORIGINAL

Comparison Of Collectively Bargained And Administratively Set Pay Rates For Federal Employees

COMPLETED

36

Approximately 643,000 Federal employees who collectively bargain for wages are paid more than their Federal Wage System and General Schedule counterparts. Both collective bargaining and Federal Wage System employees have received cumulative percentage pay increases over the past 5 to 9 years that are substantially larger than pay raises granted General Schedule employees. As a result, agencies are having difficulty preserving a pay differential between General Schedule supervisors and collective bargaining and Federal Wage System blue-collar employees.

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JULY 2, 1982

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COMPTROLLER GENERAL OF THE UNITED STATES
WASHINGTON D.C. 20548

B-207661

The Honorable Mary Rose Oakar
Chair, Subcommittee on Compensation
and Employee Benefits
Committee on Post Office and Civil
Service
House of Representatives

Dear Madam Chair:

In response to your March 16, 1981, letter, we have compared the compensation of Federal employees, who collectively bargain for wages, with General Schedule and Federal Wage System employees. We also examined the history and extent of collective bargaining for wages in State and local governments.

As requested by your office, we did not obtain agency comments on this report. Also, as arranged with your office, unless you publicly announce this report's contents earlier, we plan no further distribution of this report until 10 days from its issuance date. We will then send copies to interested parties and make copies available to others upon request.

Sincerely yours,

Charles A. Bowsher

Comptroller General
of the United States

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COMPTROLLER GENERAL'S
REPORT TO THE SUBCOMMITTEE ON
COMPENSATION AND EMPLOYEE
BENEFITS
COMMITTEE ON POST OFFICE AND
CIVIL SERVICE
HOUSE OF REPRESENTATIVES

COMPARISON OF COLLECTIVELY BARGAINED AND ADMINISTRATIVELY SET PAY RATES FOR FEDERAL EMPLOYEES

D I G E S T

Comparability with the private sector is generally the guiding principle for setting Federal employee pay rates. For the systems covering most Federal employees--General Schedule for white-collar employees and Federal Wage System for blue-collar employees--pay rates are reviewed and adjusted each year through administrative processes. Pay rates for certain other Federal employee groups are determined by collective bargaining.

At the request of the Chair, Subcommittee on Compensation and Employee Benefits, House Committee on Post Office and Civil Service, GAO reviewed and compared the compensation of Federal employees who collectively bargain, with those whose pay is set administratively. The Chair also asked GAO to obtain information on collective bargaining in State and local governments.

Federal employees who bargain for pay usually are paid more than their General Schedule and Federal Wage System counterparts. In 46 of 48 (96%) comparisons covering 17 occupations, GAO found that bargaining employees earned from $491 to $13,583 more in fiscal year 1981 than their Federal Wage System counterparts. Also, postal letter carriers covered by the Postal Service bargaining agreement were paid $5,490 more in fiscal year 1981 than their General Schedule counterparts.

Over the past 9 years, cumulative percentage pay increases for nonpostal collective bargaining employees have been comparable to Federal Wage System employees' increases but have far outpaced General Schedule employees' pay raises. Postal letter carriers have

GAO-FPCD-82-49
JULY 2, 1982

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received pay increases of 123 percent; nonpostal collective bargaining employees 108 percent; Federal Wage System employees 111 percent; and General Schedule employees 70 percent. In comparison, the Consumer Price Index increased 113 percent over the 9-year period.

Because of differences among the pay systems, agencies are having difficulty preserving a pay differential between General Schedule supervisors and nonpostal collective bargaining and Federal Wage System blue-collar employees. More and more supervisors find themselves supervising blue-collar employees whose basic pay surpasses their own.

At the State and local government level, there has been an increase in collective bargaining for wages. In 1959, only one State permitted public employees to negotiate wages. Today, 30 States and the District of Columbia permit wage negotiations for about 3.3 million public employees. Negotiated wage settlements, however, are subject to budgetary and legislative approval.

At the Subcommittee office's request, GAO did not obtain agency comments on this report.

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Contents

		Page
DIGEST		
CHAPTER		
1	INTRODUCTION	1
	Pay-setting procedures for the General Schedule and Federal Wage System	1
	Collective bargaining for wages in the Federal Government	2
	Objectives, scope, and methodology	3
2	FEDERAL WAGES DETERMINED THROUGH COLLECTIVE BARGAINING ARE HIGHER THAN WAGES SET THROUGH ADMINISTRATIVE PROCESSES	5
	Bargaining employees paid more than other Federal employees	5
	Comparison of pay increases for major Federal pay systems	7
	Differences in pay increases create pay inversion problems	7
3	COLLECTIVE BARGAINING PAY-SETTING PRACTICES IN SIX FEDERAL AGENCIES	10
	U.S. Postal Service	10
	TVA	11
	GPO	12
	Bureau of Engraving and Printing	13
	Bonneville Power Administration	14
	Bureau of Reclamation--Grand Coulee Project	14
4	COLLECTIVE BARGAINING IN STATE AND LOCAL GOVERNMENTS	16
	Negotiated wages subject to budgetary and legislative controls	17
	Several alternatives available to resolve impasses	17
	Strike policies may prohibit but not prevent strikes	18
APPENDIX		
I	Letter dated March 16, 1981, from the Chair, Subcommittee on Compensation and Employee Benefits	20
II	Federal agencies that negotiate wages	21

BEST DOCUMENT AVAILABLE

APPENDIX		Page
III	Occupations and pay schedules used in comparisons by area, agency, and unit	22
IV	Selected occupational wage comparisons by agency	23
V	State and local governments bargaining agreements	28

ABBREVIATIONS

BLS	Bureau of Labor Statistics
CPI	Consumer Price Index
FWS	Federal Wage System
GAO	General Accounting Office
GPO	Government Printing Office
GS	General Schedule
ICA	International Communication Agency
OPM	Office of Personnel Management
TVA	Tennessee Valley Authority

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CHAPTER 1

INTRODUCTION

At the request of the Chair, Subcommittee on Compensation and Employee Benefits, House Committee on Post Office and Civil Service, we reviewed collective bargaining in Federal, State, and local governments and compared the compensation of Federal employee groups, who bargain for wages, with their Federal counterparts under the General Schedule and Federal Wage System. (See app. I.)

The Federal civilian work force numbers about 2.5 million full-time employees with an annual payroll of about $76 billion in fiscal year 1981. These employees are in many occupations and geographic areas. As of October 1, 1981, there were about 1.4 million General Schedule employees, about 445,200 Federal Wage System (FWS) employees, and approximately 643,000 Federal employees whose wages are set through collective bargaining.

PAY-SETTING PROCEDURES FOR GENERAL SCHEDULE AND FEDERAL WAGE SYSTEM

The Federal Salary Reform Act of 1962 established the principle that white-collar employees' salary rates under the General Schedule (GS) should be comparable with the national average private enterprise rates for the same levels of work. The law, as amended, prescribes a method for the President to adjust salaries annually on the basis of a national survey that compares Federal salaries with those paid for similar work in private industry. The Bureau of Labor Statistics (BLS) conducts the survey and collects salary data on 102 work-level categories covering 23 occupations. BLS visits about 3,500 private establishments in 7 industry divisions. The minimum size of establishments surveyed varies from 50 to 250 employees, depending on the industry.

BLS provides this data to the President's Pay Agent consisting of the Directors of the Office of Management and Budget and the Office of Personnel Management and the Secretary of Labor. The Pay Agent analyzes the data and submits an annual report to the President comparing the GS Federal pay rates with the pay rates for the same levels of work in the private sector. The report includes the Pay Agent's recommendations for adjusting pay to achieve full comparability. If the President believes that a full comparability adjustment is not warranted because of "national emergency or economic conditions affecting the general welfare," the President can send the Congress an alternative plan proposing a different adjustment. In 5 of the last 7 years, Presidents have proposed, and the Congress has approved, alternative plans that provided GS employees smaller pay raises than called for by the comparability process.

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The Federal Prevailing Rate Systems Act of 1972 established the principle that blue-collar employees' pay rates under FWS will be fixed and adjusted according to local prevailing rates. Under this system, the Government conducts 135 locality wage surveys annually to determine the prevailing rates for similar occupations in the private sector.

FWS surveys cover establishments in the manufacturing, transportation, communications, and wholesale trades industries which employ 50 or more persons. Twenty-two occupations must be surveyed, and 29 others are surveyed on an optional basis when (1) employment in these occupations is substantial, both in the local Federal installations and local private establishments and (2) wage data for the optional jobs are considered essential to the wage-fixing process for the area.

On the basis of these surveys, executive branch agencies establish regular pay schedules for each wage area. Special pay schedules are established when prevailing private sector rates for specific types of jobs are above the maximum rates of the regular FWS wage schedules. Without special schedules, agencies would be seriously handicapped in recruiting and retaining qualified employees at the regular schedule rates.

Unlike the GS process, the President does not have authority to propose alternative pay rates that differ from locality survey results. However, during the last 3 years, the Congress has held FWS employee pay raises to the same pay increases granted General Schedule employees.

COLLECTIVE BARGAINING FOR WAGES IN THE FEDERAL GOVERNMENT

Labor organizations have existed in the Federal sector since the 19th century. However, it was not until 1924 that a Government agency--the Government Printing Office (GPO)--used collective bargaining as a method for determining wages. Since that time, 19 other agencies have obtained authority to negotiate wages. About 643,000 employees now bargain for wages. The Postal Service and Tennessee Valley Authority (TVA) employ about 98 percent of these employees--581,000 and 50,550, respectively. Other than the Postal Service and some TVA employees, collective bargaining is generally limited to blue-collar employees.

The statutes which allow employees in these two agencies to bargain for wages also require that the rates paid be comparable with rates paid in the private sector. Other agencies are also required to negotiate and set pay comparable to local prevailing rates. (See app. II for a list of such agencies.)

Agencies that collectively bargain have broad discretion in determining prevailing rates. For example, as part of the

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negotiation process, some agencies meet with collective bargaining units to discuss and develop survey specifications for measuring private sector wage rates. The agreement negotiated on the survey specifications--industrial, occupational, and geographical coverage--is critical because survey results are used to determine wage rates.

OBJECTIVES, SCOPE, AND METHODOLOGY

The objectives of this review were to (1) compare the compensation (excluding premium pay and benefits) of Federal employees who collectively bargain for wages, with GS and FWS employees and (2) examine the history and extent of collective bargaining for wages in State and local governments. Our review was conducted from July 25, 1981, to January 1, 1982, in accordance with our Office's current "Standards for Audit of Government Organizations, Programs, Activities, and Functions."

Of the 20 Federal agencies that collectively bargain, we selected 8 to review: Postal Service, TVA, GPO, Bureau of Engraving and Printing, Bonneville Power Administration, International Communication Agency, National Park Service, and Bureau of Reclamation. We selected these agencies because they employ 99 percent of the Federal collective bargaining work force in various localities in the country.

For occupational comparisons, we compared the Postal Service PS-5 letter carrier to a GS-5, which was the pay linkage before the Postal Service became an independent Government corporation in 1970. We selected 17 representative blue-collar occupations in the other 7 agencies (10 of the 17 occupations were common to several agencies), and with the assistance of agency officials and OPM classification personnel, we matched these occupations to comparable FWS occupations in the same locality. This comparison involved an analysis of written duties and not an actual onsite job review of specific job characteristics. We compared a total of 48 jobs in the 17 occupations. (See app. III.)

In our analysis, we used the journeyman wage rate for occupations covered by collective bargaining and compared it to the FWS wage rate at the step 2 and 5 level. These two steps were used because step 2 reflects the prevailing rate for the area, and step 5 is the rate most FWS employees receive.

The pay schedules (GS, FWS, and bargaining) differed in the number and timing of wage adjustments during each year. The GS is adjusted at the beginning of the fiscal year, and each of the 135 FWS wage schedules are adjusted at intervals throughout the year. Collective bargaining wage agreements have regular annual

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pay increases, and some also provide for annual or semiannual cost-of-living increases. Therefore, to provide a uniform basis for comparison, we determined annual earnings by computing a weighted average hourly wage rate and multiplying it by 2,080 hours (the number of hours in an 8-hour workday, 260-day work-year).

After computing annual earnings for each pay schedule, we compared fiscal year 1981 earnings between collective bargaining employees and their nonbargaining counterparts. Second, we compared collective bargaining wage increases to nonbargaining wage increases over a 5- or 9-year span ending September 30, 1981. The 5-year earnings analysis was made for all 48 wage comparisons, and the 9-year earnings analysis was made for 33 wage comparisons where 9 years of wage information was available. Finally, we compared these pay increases with the inflation rate as measured by the Consumer Price Index (CPI) for Urban Wage Earners.

To determine the history and extent of collective bargaining in the public sector, we reviewed pertinent legislation and records and interviewed officials at the Office of Personnel Management (OPM). Also, we researched and obtained published reports, including those from OPM, the Departments of Labor and Commerce, TVA, and the Postal Service.

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CHAPTER 2

FEDERAL WAGES DETERMINED THROUGH COLLECTIVE BARGAINING ARE HIGHER THAN WAGES SET THROUGH ADMINISTRATIVE PROCESSES

Although the comparability principle for setting Federal pay rates applies to both bargaining and nonbargaining employees, bargaining employees generally have been paid more. In our fiscal year 1981 occupational wage comparisons, 46 of 48 (96%) bargaining employees were paid $491 to $13,583 more than their FWS counterparts, and in only two comparisons did bargaining employees earn less than FWS employees. Postal letter carriers were paid $5,490 more in fiscal year 1981 than their GS counterparts.

From 1972 to 1981, however, nonpostal collective bargaining and FWS employees have received relatively equal percentage pay increases of 108 percent and 111 percent, respectively. Thus, most of the wage differences occurred before FWS was established in 1972. Postal letter carriers' pay increases were somewhat higher at 123 percent while GS employees were lower at 70 percent. The consumer price index increased 113 percent over this time period.

Pay differences among the various pay systems have exacerbated the pay inversion problems Federal agencies are having with some white-collar supervisors being paid less than their blue-collar subordinates.

BARGAINING EMPLOYEES PAID MORE THAN OTHER FEDERAL EMPLOYEES

The fiscal year 1981 wage difference between collective bargaining employees and their FWS counterparts averaged 26 percent, or $4,857. In 46 of 48 comparisons (96%), bargaining employees were paid $491 to $13,583 more than the prevailing wage rate for similar occupations. 1/ In 36 of 46 comparisons, bargaining employees earned more than the highest step of the comparable FWS grade.

The largest wage rate differences occurred in agencies located in Washington, D.C. The International Communication Agency

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1/FWS is a five-step rate schedule. Step 2 reflects the average private sector or prevailing rate. There is a 4-percent differential for each successive step. Thus, FWS employees at the step 5 level, where the majority of workers are grouped, earn a 12-percent hourly wage premium.

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radio broadcast technicians and radio master control broadcast technicians were paid $32,192 and $35,586, respectively, during fiscal year 1981, or $12,187 and $13,583 more than the $20,005 and $22,003 annual prevailing rate for comparable positions in the Washington, D.C., area. The pay rates negotiated for the International Communication Agency's technicians are based on a survey of similar occupations at the 3 major broadcasting networks in the Washington, D.C., area whereas FWS rates cover several major industries and at least 22 different occupations.

At GPO, compositors were paid $4,365 more during fiscal year 1981 than their FWS counterparts under the Lithographic and Printing Plant Special Schedule for Washington, D.C. GPO maintenance crafts--carpenters and electricians--earned $27,419 during fiscal year 1981; however, the prevailing rate for FWS was $19,006 for carpenters and $20,005 for electricians in the Washington, D.C., area. Historically, these maintenance journeymen crafts have received the same hourly pay rates as the compositor craft, even though the occupations are dissimilar.

At the Bureau of Engraving and Printing, plate printers earned $8,556 more in fiscal year 1981 than the rates paid under the FWS Lithographic and Printing Plant Special Schedule for Washington, D.C. Bureau plate printers receive the same percentage pay increase negotiated by engravers and plate printers employed by the American Bank Note Company in New York. This private company has been the sole source of the Bureau's prevailing rate data for 40 years. All other Bureau bargaining employees are paid the same wage rates as similar occupations in GPO. (See app. IV for occupational wage comparisons by agency.)

Before the Postal Reorganization Act of 1970, Postal letter carriers (Postal Service Schedule PS-5) were linked to GS-5. In 1969, both PS-5 letter carriers and GS-5, step 4 employees had annual salaries of $7,202. As a part of the reorganization, the Congress authorized an immediate 8-percent increase for Postal Service employees. Since October 1971, letter carriers' pay increases have been close to twice the rate of their former GS counterparts (123% compared to 70%). During fiscal year 1981, a letter carrier earned $5,490 more than a GS-5, step 4 employee, and the difference in cumulative percentage increases was 53.16 percent. With a fiscal year 1981 salary of about $18,980, a PS-5 letter carrier now makes the equivalent of a GS-9, step 1 employee.

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Comparison of Postal and GS Pay

Fiscal year	U.S. Postal Service Letter-carrier PS-5 Pay Gains			General Schedule GS-5, step 4 Pay Gains		
	Annual earnings	Annual percentage increases	Cumulative percentage increases	Annual earnings	Annual percentage increases	Cumulative percentage increases
1972	$ 8,514	(a)	(a)	$ 7,946	(a)	(a)
1973	9,255	8.71	8.71	8,466	6.54	6.54
1974	10,258	10.83	20.48	8,859	4.64	11.49
1975	11,444	11.57	34.42	9,350	5.54	17.66
1976	12,349	7.91	45.05	9,820	5.03	23.58
1977	13,301	7.71	56.23	10,234	4.22	28.79
1978	14,380	8.11	68.90	10,955	7.05	37.87
1979	15,271	6.20	79.36	11,556	5.49	45.44
1980	17,144	12.26	101.36	12,368	7.02	56.65
1981	18,983	10.73	122.97	13,493	9.10	69.81

a/Base year.

COMPARISON OF PAY INCREASES FOR MAJOR FEDERAL PAY SYSTEMS

From fiscal year 1975 through 1981, nonpostal bargaining and FWS employees received relatively equal percentage pay increases of 46.2 percent and 45.5 percent, respectively. Postal letter carriers' pay increases were somewhat higher at 53.7 percent while GS employees' pay increased 39 percent. The CPI increased 57.4 percent over this time period. (See chart 1.)

Going back to fiscal year 1972, the experience was similar except that postal letter carriers' cumulative pay increase of 123 percent exceeded the CPI increase of 113.1 percent. Nonpostal bargaining employees and FWS employees, on the average, closely matched the CPI increase; however, GS employees received increases of 70 percent. (See chart 2.)

DIFFERENCES IN PAY INCREASES CREATE PAY INVERSION PROBLEMS

Agencies are having difficulty preserving a pay differential between supervisors and blue-collar employees (bargaining and FWS). Both FWS and bargaining employee pay increases over the last 10 years have outpaced GS salary increases. More and more GS supervisors are facing pay inversion--that is, they find themselves supervising blue-collar employees whose basic pay surpasses their own. As a result, within-grade pay increase for GS supervisors have accelerated to prevent pay inversion problems. For example, 16 GS supervisors at the Sacramento Air Logistic Center, McClellan Air Force Base, California, received accelerated salary increases between January 1980 and January 1982 at an annual cost of $40,000.

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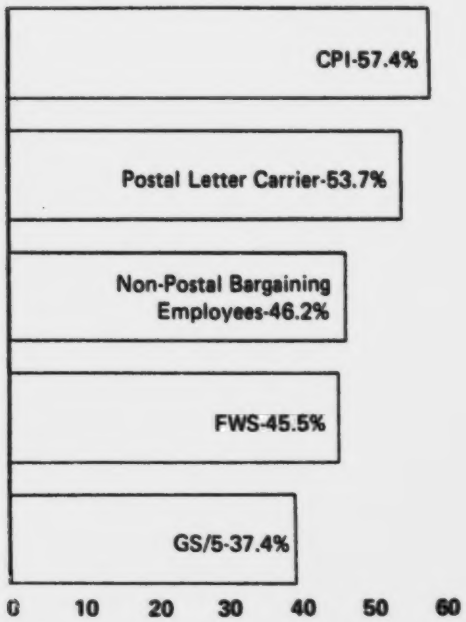
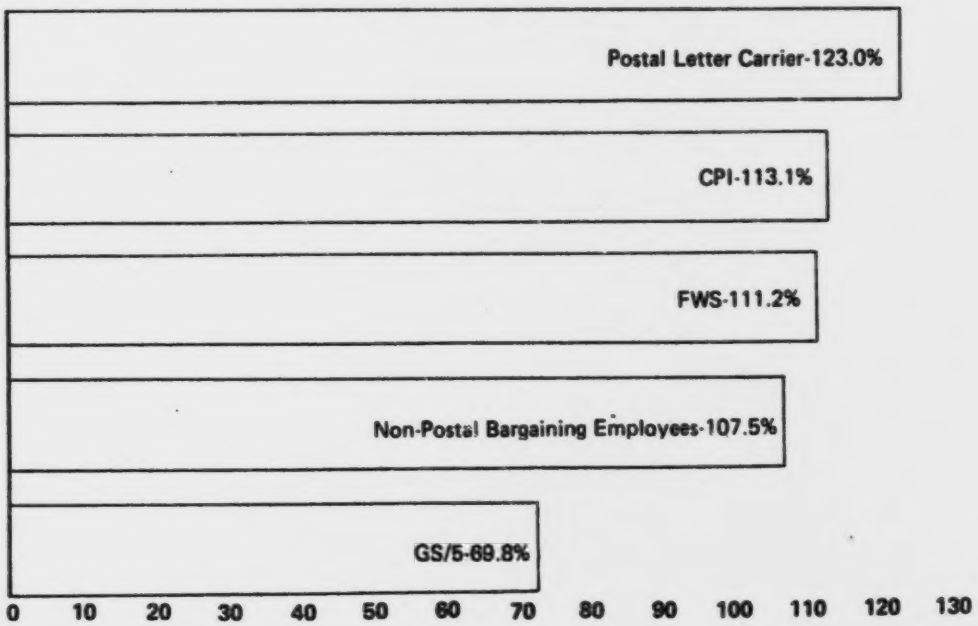
CHART 1
5-Year Comparison of Federal Pay Increases With Cost-of-Living Increases



Percentage Gains from 10/1/76 to 9/30/81.

CHART 2
9-Year Comparison of Federal Pay Increases With Cost-of-Living Increases



Percentage Gains from 10/1/76 to 9/30/81.

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The law (5 U.S.C. 5333) authorizes agencies to adjust GS supervisor salaries to rates above those of their highest paid blue-collar subordinates. This administrative remedy cannot be applied, however, once a supervisor's pay has been adjusted to the maximum pay rate for the grade. Several agencies are finding that administrative pay adjustments are no longer sufficient to preserve supervisor-subordinate pay differentials. Situations at the Bonneville Power Administration and the Bureau of Reclamation illustrate the problem between GS supervisor pay and negotiated subordinate wages.

Bonneville will soon be facing serious pay inversion problems. As of October 1981, Bonneville had adjusted the pay of 49 of 81 (60%) GS employees who supervise nearly 1,200 bargaining employees. Eighteen supervisors have reached the top pay rate for their grade, and 4 of them are paid less than their subordinates. Bonneville anticipates an 8.4-percent March 1982 1/ pay increase for bargaining employees which, following pay adjustment, will put 52 of the 81 supervisors at the top pay rate for their grade. With an increase of 8.4 percent, 50 of these supervisors will experience pay inversion.

In July 1980, Bonneville urged OPM, through the Department of Energy, to seek a legislative change increasing maximum pay rates for GS supervisors. Bonneville has rejected other administrative remedies as inappropriate. For example, Bonneville officials contend that regrading or reclassifying supervisors' jobs solely to avoid pay inversion would violate the Classification Act of 1949. Its managers also believe that limiting bargaining employees' pay to GS supervisor pay levels could violate the agency's legal requirement to pay rates prevailing in the private sector. Because their pay cannot be adjusted like their co-workers who supervise bargaining employees, other GS personnel consider the pay adjustment policy inequitable.

The Bureau of Reclamation at Grand Coolee Project is also experiencing severe pay inversion problems. As of October 1981, the Bureau had adjusted the pay of 11 of 14 (79%) GS employees who supervise more than 300 bargaining employees in the Pacific Northwest Region. Ten of these supervisors have reached the top pay rate for their grades, and 8 of them are experiencing pay inversion. During 1981 wage negotiations, Bureau officials decided not to pay bargaining employees higher basic wage rates than their GS supervisors. However, an arbitrator ruled against the Bureau's position in February 1982.

1/As of April 1982, Bonneville had not completed its contractual wage adjustment. Whatever percentage pay raise is negotiated will be retroactive to March 14, 1982.

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CHAPTER 3

COLLECTIVE BARGAINING PAY-SETTING PRACTICES IN SIX FEDERAL AGENCIES

Federal agencies and collective bargaining employees usually negotiate wages on the basis of a mutually agreeable locality survey of private sector pay rates. In some cases, the survey results are used to set the wage rates; in other cases they are used as guidelines for negotiations. The collective bargaining wage surveys are generally not as comprehensive in industrial and occupational coverage as pay surveys conducted for GS and FWS employees.

A number of agencies which are authorized to collectively bargain are industrial operations generating their own revenues. Also, negotiated wage settlements generally are not subject to budgetary and legislative oversight. Furthermore, the procedures followed in resolving bargaining impasses vary among the agencies.

A description of the collective bargaining practices found in the six largest agencies included in our review follows.

U.S. POSTAL SERVICE

The Postal Reorganization Act of 1970 requires the Postal Service to achieve and maintain compensation levels comparable to those paid in the private sector. Before the Postal Reorganization Act, postal employees' pay increases were linked to General Schedule increases. The act also requires the Postal Service to negotiate wages and fringe benefits (excluding retirement) as well as provide reasonable pay differentials between craft employees and supervisory management employees.

The Postal Service has a total work force of about 678,000 and negotiates wages with labor organizations representing approximately 581,000 employees. Most of these employees are clerks, mail handlers, and letter carriers covered under the Postal Service Salary Schedule. Supervisory and managerial personnel are excluded from the collective bargaining process, but have consultation and participation rights in developing their pay policies and benefits. Their pay is administratively determined and allows for pay differential over subordinates' pay rates.

Before negotiation, the Postal Service conducts a wage survey in approximately 100 to 110 selected companies employing 5,000 or more employees in 7 manufacturing industries (automobile, basic steel, brewery, metal can, paper and allied products, tire, and printing) and 7 service industries (trucking, airline, telephone and telegraph, electric and gas utilities, mail order houses,

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banking, and insurance). These surveys are not intended to be the basis of negotiation but are available as information to negotiators and to third parties if the settlement reaches an impasse.

If the Postal Service and a union are unable to reach a collective bargaining agreement or if they have a dispute under an existing agreement which they cannot resolve, either party may request mediation. The Director of the Federal Mediation and Conciliation Service may direct the establishment of a fact-finding panel of three persons. If agreement cannot be reached, an arbitration board is empowered to render a final binding decision. Postal employees by law are not permitted to strike, but the threat of a postal work stoppage exists, as evident from employee walkouts in the past.

TVA

The TVA Act of 1933 established TVA as a Government corporation engaged in power generation, flood control, reforestation, industrial development, and navigability programs of the entire Tennessee River watershed. The TVA Act gave the Board of Directors discretion to develop its own employee relations policies and not be subject to the terms and provisions of civil service laws. Section 3 of the TVA Act provided that pay rates would be no less than the prevailing rate paid for similar occupations within TVA's geographic area. The act also gave TVA authority to collectively bargain over wages, salaries, and terms and conditions of employment.

Of the 54,800 total work force, TVA negotiates wages for 50,500 employees and administratively sets the salaries of the remaining 4,300 management employees. The Tennessee Valley Trades and Labor Council, consisting of representatives from 15 unions, negotiates wages for 33,500 blue-collar employees. TVA also bargains with the Salary Policy Employee Panel--which consists of representatives from 5 employee organizations--over salaries for 17,000 white-collar employees.

In 1935, the TVA Board adopted an Employee Relationship Policy for setting pay rates for blue-collar employees through wage conferences. The Joint Wage Data Committee, consisting of representatives from TVA and the Trades and Labor Council, develops the wage survey scope and tabulates the wage data collected by management and union representatives. The Joint Negotiating Committee negotiates separate contracts for operations and maintenance employees and construction employees. The negotiated agreements and wage rates are submitted to the TVA Board of Directors for final approval. If a dispute over the prevailing wage rates occurs, the TVA act provides that the Secretary of Labor will make the final decision.

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TVA and the Trades and Labor Council have a basic agreement in which TVA pays a single, uniform rate of pay for each class, grade, and type of work performed anywhere in the TVA geographic area. Survey data reflects composite pay rates of specific occupations in 14 localities agreed upon by both TVA and the Council. However, according to TVA, no specific formula has been established for determining prevailing rates from the survey data. The most controversial issue in wage negotiations has been what wage data should constitute the prevailing rate, not the wage facts themselves.

TVA and the Salary Policy Employee Panel conduct wage conferences to negotiate the pay rates for white-collar employees (clerical, administrative, and technical). TVA management conducts an annual salary survey of 30 regional and local employers, including the Postal Service, several public utilities, and national multiplant companies. Also, TVA provides the Panel an opportunity to review and comment on the survey data. Other data used in the wage conferences are the BLS annual National Survey of Professional, Administrative, Technical, and Clerical Pay and the BLS Collective Bargaining Settlements report. Occasionally, a bargaining impasse on salary rates occurs. If mediation fails, either TVA or the Panel may invoke advisory arbitration.

Finally, no TVA employee may be paid more than a member of the Board of Directors, and strikes are prohibited.

GPO

GPO, established in the 1860, is a Government printing facility under the legislative branch. The Kiess Act of 1924 requires the Public Printer to hold wage conferences with committees selected by trades having more than 10 employees. In the event of a disagreement, the trades or their representatives can appeal to the congressional Joint Committee on Printing whose decision is final. The Joint Committee on Printing must approve the proposed wage rates before they become effective.

During the first 24 years after the enactment of the Kiess Act, there was no systematic procedure for determining wage changes for crafts and trade employees. In 1948, the Public Printer and the employee organizations agreed on a formula. The formula established pay based on the average rate for local union craft journeymen in printing establishments in the Washington, D.C., area or the weighted average of such rates in printing establishments in the 24 largest U.S. cities, whichever was higher. The survey scope was reduced to 17 cities in 1970 and the formula was discontinued in 1978.

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GPO employs 6,070 employees in Washington, D.C., as follows:

--2,950 blue-collar bargaining employees (1,650 craft journeyman and 1,300 printing plant workers).

--420 blue-collar supervisors who are paid from 105 to 130 percent of the negotiated journeyman rate, and 50 printing plant worker supervisors.

--2,650 white-collar administrative and clerical employees who do not bargain. They are paid under the GPO General Graded pay system which is similar to the General Schedule system in its classification, grades, and pay rates.

Since 1978, GPO has negotiated with the Joint Council of Unions over wages paid to craft occupations and has used the wage survey data as an informational base in negotiations. Compositors who set type, proofread, and operate video display terminals are the largest craft group. All maintenance craft groups, such as electricians and carpenters, are linked to the wage rate paid to compositors and receive the same percentage pay increase granted compositors. The central office printing plant workers include laborers, truck drivers, warehouse workers, and other semiskilled and unskilled workers. Their wage rates are negotiated, and under the current agreement, they receive the same percentage increases received by all GPO crafts.

BUREAU OF ENGRAVING AND PRINTING

The Department of Treasury's Bureau of Engraving and Printing designs, engraves, and prints U.S. paper currency, treasury bonds and securities, and postage stamps. The Bureau employs 2,570 employees--1,870 collective bargaining employees and 700 administrative, technical, and protective service GS employees. The Bureau has a long history dating back to the 1920s of administratively setting and adjusting the wages of its blue-collar craft employees. When the prevailing rate system was established by Public Law 92-392, August 19, 1982, the Bureau was excluded from FWS under section 5349 and allowed to continue its administrative wage-setting practices.

The Bureau's 1,870 bargaining employees are represented by 16 unions. About 434 printing and craft employees and approximately 1,240 noncraft employees' wages are set according to GPO's wage rates. The pay rates were originally linked with GPO because the Bureau formerly recruited printers from the GPO employment registers. The Bureau's 196 engravers and siderographers wages are adjusted on the basis of wage rates paid by the American Bank Note Company in New York. Since 1948, the Bureau has used this private company as the sole source of wage data because other companies doing comparable work would not provide wage information.

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BONNEVILLE POWER ADMINISTRATION

In 1937, the Congress established the Bonneville Power Administration to market power from a single U.S. Army Corps of Engineers hydroelectric project on the Columbia River. Today Bonneville transmits the electrical output of 30 Federal dams, numerous non-Federal dams, and other power plants in Washington, Oregon, Idaho, and western Montana. Bonneville employs approximately 3,000 employees--1,200 blue-collar bargaining employees and 1,800 GS employees.

In 1945, Bonneville sought and received expanded pay-setting authority from the Congress under the Bonneville Project Act which provided discretionary authority to establish pay levels for craft and other blue-collar workers. Since the enactment of those amendments in 1945, Bonneville has negotiated wages, working conditions, and premium payments with the Columbia Power Trades Council which includes 11 unions representing 1,200 blue-collar employees.

Bonneville and the Council have, since 1967, defined prevailing rates by surveying the same eight large Pacific Northwest utility companies: four privately owned, two public utilities, and two municipally owned utilities. The results of these surveys generally are applied as follows: (1) an average journeymen electrician/linemen wage rate is computed from survey results, (2) this rate is compared to Bonneville's previous journeymen electrician rate and a percentage increase is determined, and (3) this percentage increase is also applied across the board to other wage-bargaining classifications.

When the Council and management cannot agree on the rates of pay, the contract provides for mediation followed by binding arbitration. Arbitration has been infrequent at Bonneville. When needed, a tripartite arbitration panel is established consisting of members appointed by Bonneville and the Council and a third neutral arbitrator. Currently, the majority decision of the arbitrators is binding. However, before November 1980, wage arbitration decisions were subject to approval by Bonneville's administrator. The administrator rejected the June 1979 general wage arbitration award of 8.53 percent and acted on the Presidential memorandum which imposed the 5.5 percent pay cap granted GS employees.

BUREAU OF RECLAMATION--GRAND COULEE PROJECT

The Bureau's Grand Coulee Project in Washington has 300 blue-collar bargaining employees who operate and maintain dam and and power-generating facilities on the Columbia River. In 1946, the Bureau's commissioner was concerned that Bonneville's blue-collar employees' wages were higher than the wages the Bureau paid

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employees for similar work. As a result, the Bureau requested and received authority from the Department of Interior to collectively bargain for wages, hours, and working conditions with labor organizations representing the Bureau's blue-collar employees. This authority was preserved after the passage of the Prevailing Rates Systems Act of 1972 and Civil Service Reform Act of 1978.

Grand Coulee employees are represented by a consortium of 10 unions called the Columbia Basin Trades Council. Prevailing rates are determined through a mutually acceptable survey of the same eight Pacific Northwest utilities surveyed by Bonneville. Wage bargaining is based on the survey results, but, unlike Bonneville, no strict wage formula relationship exists. In recent years, wage disputes have been frequent. When this happens, either party may submit a request to the Office of Arbitration Services of the Federal Mediation and Conciliation Service. The decision of the arbitrator is binding on the parties as permitted by law. In February 1982, an arbitrator ruled that Grand Coolee Project must negotiate on the basis of prevailing wage rates in spite of supervisory pay inversion.

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CHAPTER 4

COLLECTIVE BARGAINING IN STATE AND LOCAL GOVERNMENTS

During the past two decades, collective bargaining in State and local governments has increased significantly. In 1959, Wisconsin was the first State to authorize collective bargaining for its employees. Today, 39 States and the District of Columbia have collective bargaining or meet-and-confer laws covering approximately 5 million employees. (See app. V.)

According to information developed by the Labor-Management Services Administration of the U.S. Department of Labor, 30 States and the District of Columbia permit comprehensive collective bargaining for about 3.3 million State and local government employees. Comprehensive bargaining laws require negotiation in which both the public employer and employee representatives are equal legal parties in negotiating wages, hours, and other terms and conditions of employment. Most bargaining results in a contractual agreement for a period usually covering 1 to 3 years. Also, the laws usually specify methods of resolving impasses, the most common methods being mediation, fact-finding, and arbitration.

The comprehensive bargaining laws in 11 of these 30 States cover all public employees, and 19 States allow wage negotiations only for certain groups of public employees. For example, Iowa allows all State and local employees to bargain for wages; whereas, Illinois allows collective bargaining for all State employees, but only firefighters may bargain at the local government level.

Six States permit collective bargaining over hours and conditions of employment but do not have comprehensive laws covering all bargaining. Three States have only meet-and-confer laws in which the public employer may consent to discuss labor relations matters with representatives of employee organizations. If these parties come to an agreement, it is written in a memorandum of understanding. The State, however, is not legally bound to enter into these discussions, nor is it bound to abide by any resulting memorandum of understanding.

In the 11 States that have not enacted collective bargaining statutes, courts have decided both for and against the right to bargain. In Colorado, for example, the Supreme Court declared that specific statutory authority was not necessary for school boards to enter into bargaining agreements. On the other hand, the Virginia Supreme Court held that local government bodies or school boards have no implied power to collectively bargain and may not negotiate or enter into binding agreements without specific statutory authority.

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NEGOTIATED WAGES SUBJECT TO BUDGETARY AND LEGISLATIVE CONTROLS

States that allow collective bargaining have established budgetary or legislative controls over negotiated agreements. For example, in Hawaii, the Office of Collective Bargaining assists the Governor by coordinating the negotiations between the public employers and employee representatives on matters of wages and other negotiable issues. The statute provides that all cost items are subject to appropriations by the State legislature or other appropriate legislative bodies. In Oklahoma, the collective bargaining law, which covers fire and police, states that whenever wages or other matters require funding, it is the bargaining agent's obligation to serve written notice on the municipal authorities 120 days before the last day on which monies can be appropriated.

The costs of collective bargaining agreements are under constant scrutiny by State legislative bodies or municipal authorities. Most State governments exercise direct control over negotiated wage agreements, whereas the Federal Government budget process generally does not directly affect the results of negotiated agreements.

According to information reported by BLS, the average annual wage increase for major State and local government collective bargaining settlements reached in 1980 was 7.5 percent and those in the first half of 1981 averaged 7.3 percent. This data was based on bargaining units with 5,000 employees or more and covers one-fourth of all State and local government employees under negotiated wage agreements. In 1980, 85 percent of the employees were under agreements negotiated by local governments, and 15 percent by State jurisdictions.

SEVERAL ALTERNATIVES AVAILABLE TO RESOLVE IMPASSES

No common legal framework exists which governs State and local government labor relations. Most collective bargaining does end in agreement at the negotiating table. However, occasionally, the parties cannot reach an agreement. If the agreement is rejected by the employee organization or does not receive required legislative or budgetary approval, renegotiations are started. Several alternatives are available to resolve an impasse. Many State and local government statutes provide impasse procedures that include mediation, fact-finding, and arbitration--all of which involve outside parties.

Mediation is the most common method of resolving impasses and is used by most jurisdictions. In mediation, a neutral individual or panel experienced in labor negotiations attempts to get management and labor to resolve their differences through compromise.

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While the mediators cannot impose decisions on the parties, they meet with each party and discuss the points of disagreement and possible areas for compromise. Finally, they offer suggestions and advice for settlement.

Fact-finding is a variation of the mediation process. In fact-finding, the neutral third-party conducts a formal investigation of the issues in dispute and submits a written report. In some States, the report must be made public with the intent of pressuring the parties to resolve their differences. The final decision on all issues affecting costs is made by the appropriate legislative bodies.

In binding arbitration, the neutral third party has the authority to impose a settlement, or in the case of advisory arbitration, is called on to recommend a solution. In the process of arbitration, the arbitrator does much the same work as a mediator or fact-finder in providing assistance for an equitable solution. Some States have specific factors that arbitrators must consider in reaching a decision. These may include the public employer's financial ability to meet proposed costs, the employees' present overall compensation, and prevailing wage rates in the public and private sectors. Of the 27 States which have arbitration for certain groups of public employees, arbitration is mandatory in 10 States. Also, the parties usually share the costs for any necessary impasse procedures.

STRIKE POLICIES MAY PROHIBIT BUT NOT PREVENT STRIKES

If an impasse is not resolved, employees may decide that a strike is in order. However, strikes by public employees are prohibited by statutes in 37 States and the District of Columbia, and 4 States have not established a statutory strike policy for public employees. In nine States, strikes are permitted by law on a limited basis and only in situations which do not threaten the health, safety, and welfare of the general public. This limited right to strike is permitted only for certain types of employees and only after all other mediation procedures have failed. Police, fire, hospital, and correctional facility personnel usually are excluded from the right to strike.

According to the most recent information compiled by the Departments of Labor and Commerce, State and local governments experienced 553 work stoppages involving over 200,000 employees in 1979. The largest number of work stoppages occurred in school districts, and the major cause (80%) concerned disputes over compensation and/or hours of work. States such as Alaska, Vermont, and Wisconsin, which permit a limited right to strike, experienced only a few work stoppages. The States having the largest number of work stoppages were Ohio, with no collective bargaining statutes; California, with both meet-and-confer and comprehensive

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bargaining laws; Illinois and Michigan, with comprehensive bargaining laws; and Pennsylvania, with both a comprehensive bargaining law and limited right to strike.

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APPENDIX I

WILLIAM D. FORD, MICH., CHAIRMAN

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FRANK R. WOLF, VA.

House of Representatives
Committee on Post Office
and Civil Service
Washington, D.C. 20515

March 16, 1981

Mr. Milton J. Socolar
Acting Comptroller General
General Accounting Office
441 G Street, N. W.
Washington, D. C. 20548

Dear Mr. Socolar,

As part of its program to reduce the Federal budget, the Administration is proposing major changes to the Federal pay systems. As a result, we anticipate that certain Federal employee groups will be seeking collective bargaining rights for wages and benefits. As you know, several Federal employee groups already have this authority. Therefore, we are interested in determining how their compensation compares with General Schedule and Federal Wage System employees. Also, we would be interested in any information you can obtain on the impact of collective bargaining for wages in any State and local governments.

Your assistance in this matter will be greatly appreciated. If you have any questions, please contact Tom DeYulia or Marlene Kaufmann at 225-6831.

Sincerely,

Mary Rose Oakar

Mary Rose Oakar
Chair
Subcommittee on Compensation
and Employee Benefits

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FEDERAL AGENCIES THAT NEGOTIATE WAGES

	Negotiating authority	Bargaining units	Number of employees
Government controlled corporations:			
Postal Service	Public Law 91-375	16	581,144
Tennessee Valley Authority	16 U.S.C. 831	20	50,552
Legislative agencies:			
Government Printing Office	44 U.S.C. 305	11	2,943
Executive agencies:			
Department of Commerce			
National Oceanic & Atmospheric Administration	a/5 U.S.C. 5348	13	491
Department of Treasury			
Bureau of Engraving & Printing	5 U.S.C. 5349	16	1,870
Department of the Interior			
Seattle Liaison Office/USMU N. Star II	a/5 U.S.C. 5348	1	40
Bureau of Indian Affairs	b/Section 9(b) of Public Law 92-392	6	234
Bureau of Mines	" " " " " " "	3	163
Bureau of Reclamation	" " " " " " "	16	1,305
Geological Survey	" " " " " " "	2	39
National Park Service	" " " " " " "	2	64
Department of Navy			
Military Sealift Command	a/5 U.S.C. 5348	5	1,534
Department of Transportation			
Alaska Railroad	43 U.S.C. 975; 49 U.S.C. 1655(i)	5	542
U.S. Coast Guard	a/5 U.S.C. 5348	2	60
St. Lawrence Seaway Development Corporation	b/Section 9(b) of Public Law 92-392	1	70
Department of Energy			
Alaska Power Administration	b/Section 9(b) of Public Law 92-392	1	11
Western Area Power Administration	" " " " " " "	1	394
Southwestern Power Administration	" " " " " " "	1	64
Bonneville Power Administration	16 U.S.C. 832(i)	1	1,196
U.S. International Communication Agency	b/Section 9(b) of Public Law 92-392	1	155
Total		124	642,871

a/5 U.S.C. 5348 covers the maritime industry and provides that pay of officers and crew members of vessels be fixed and adjusted from time to time, consistent with public interest and according to prevailing rates and practices in the maritime industry.

b/Section 9(b) of Public Law 92-392 (5 U.S.C. 5341) authorized wage grade employees who were negotiating pay prior to the passage of the Prevailing Rate Systems Act of 1972 to continue the collective bargaining practice. For other wage grade employees, the 1972 act provides that wages be fixed and adjusted according to prevailing rates in local wage areas.

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APPENDIX III

OCCUPATIONS AND PAY SCHEDULES USED IN COMPARISONS BY AREA, AGENCY, AND UNIT

Job title	National	Washington, D.C.			Pacific Northwest Region						Nashville	Total
	USPS	GPO	BEP	ICA	BPA	BOR-GC	BOR-HH	BOR-BM	BOR-Y	NPS-CINRA	TVA	
Letter carriers	X	-	-	-	-		-	-	-	-	-	1
Compositors	-	X	X	-	-	-	-	-	-	-	-	2
Bookbinders	-	X	X	-	-	-	-	-	-	-	-	2
Plateprinters	-	-	X	-	-	-	-	-	-	-	-	1
Electricians	-	X	X	-	X	X	X	X	X	-	X	8
Carpenters	-	X	X	-	X	X	-	-	-	X	-	5
Janitors	-	X	X	-	X	X	X	X	-	X	X	8
Laborers	-	-	-	-	X	X	X	X	-	X	-	5
Forklift operators	-	X	X	-	-	-	-	-	-	-	-	2
Machinists	-	-	-	-	X	X	-	-	-	-	X	3
Hydro plant mechanics	-	-	-	-	-	-	X	X	X	-	-	3
Craftsmen, electrical equipment	-	-	-	-	X	X	X	-	-	-	-	3
Hydro plant operators	-	-	-	-	-	-	-	-	-	-	X	1
Senior hydro plan operators	-	-	-	-	-	-	-	-	-	-	X	1
Unit operators	-	-	-	-	-	-	-	-	-	-	X	1
Steamfitters	-	-	-	-	-	-	-	-	-	-	X	1
Radio broadcast technicians	-	-	-	X	-	-	-	-	-	-	-	1
Radio master control technicians	-	-	-	X	-	-	-	-	-	-	-	1
Total	1	6	7	2	6	6	5	4	2	3	7	49

ABBREVIATIONS:

USPS	United States Postal Service—compared to General Schedule
GPO	Government Printing Office—compared to FWS regular schedule and Lithographic and Printing Plant Wage Schedule for the Washington, D.C., locality
BEP	Bureau of Engraving and Printing—compared to FWS regular schedule and Lithographic and Printing Plant Wage Schedule for the Washington, D.C., locality
ICA	International Communications Agency—compared to FWS regular schedule for the Washington, D.C., locality
BPA	Bonneville Power Administration—compared to FWS regular schedule for the Portland, Oregon locality and Pacific Northwest Power Rate Schedule
BOR-GC	Bureau of Reclamation - Grand Coulee Project—compared to FWS regular schedule for the Spokane, Washington, locality and Pacific Northwest Power Rate Schedule
BOR-HH	Bureau of Reclamation - Hungry Horse Project—compared to FWS regular schedule for the Great Falls, Montana, locality and Pacific Northwest Power Rate Schedule
BOR-BM	Bureau of Reclamation - Boise-Minidoka Project—compared to FWS regular schedule for the Boise, Idaho, locality and Pacific Northwest Power Rate Schedule
BOR-Y	Bureau of Reclamation - Yakima Project—compared to FWS regular schedule for the Southeastern Washington-Easter Oregon locality and Pacific Northwest Power Rate Schedule
NPS-CINDR	National Park Service - Coulee Dam National Recreation Area—compared to FWS regular schedule for the Spokane, Washington, locality
TVA	Tennessee Valley Authority—compared to FWS regular schedule for Nashville, Tennessee, locality

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APPENDIX IV

SELECTED OCCUPATIONAL WAGE COMPARISONS BY AGENCY

GPO (2,943 bargaining employees)

	FWS comparables: Regular schedule (note a)	FWS comparables: Special schedule (note b)	Fiscal year 81 earnings: Bargaining	Fiscal year 81 earnings: FWS Regular	Fiscal year 81 earnings: FWS Special	Percentage pay increases (note c): Bargaining 5-Year	Bargaining 9-Year	FWS-regular 5-Year	FWS-regular 9-Year	FWS-special 5-Year	FWS-special 9-Year
Bookbinder	N/A	Bookbinder: 21/2	$27,230	N/A	$24,573	42.0	104.8	N/A	N/A	39.8	95.9
Compositor	N/A	Compositor: 19/2	27,685	N/A	23,320	37.5	98.6	N/A	N/A	39.6	97.0
Carpenter	Wash., D.C. area: WG9-5	N/A	27,419	$21,286	N/A	36.2	96.7	44.2	122.5	N/A	N/A
Electrician	Wash., D.C. area: WG10-5	N/A	27,419	22,410	N/A	36.2	96.7	44.4	123.6	N/A	N/A
Forklift Operator	Wash., D.C. area: WG5-5	N/A	18,009	16,559	N/A	42.5	121.0	40.6	111.8	N/A	N/A
Janitor	Wash., D.C. area: WG1-5	N/A	14,600	12,028	N/A	42.4	121.0	36.9	101.3	N/A	N/A

Bureau of Engraving and Printing (1,870 bargaining employees)

Bookbinder	N/A	Bookbinder: 21/2	$27,230	N/A	$24,573	42.1	104.8	N/A	N/A	39.8	95.9
Plate Printer	N/A	Plate Printer: 27/2	36,873	N/A	28,317	39.7	119.2	N/A	N/A	39.9	93.6
Compositor	N/A	Compositor: 19/2	27,708	N/A	23,320	37.6	98.8	N/A	N/A	39.6	97.0
Carpenter	Wash., D.C. area: WG9-5	N/A	27,708	21,286	N/A	37.6	98.8	44.2	122.5	N/A	N/A
Electrician	Wash., D.C. area: WG10-5	N/A	27,708	22,410	N/A	37.6	98.8	44.4	123.6	N/A	N/A
Forklift Operator	Wash., D.C. area: WG5-5	N/A	18,009	16,559	N/A	42.5	140.4	40.6	111.8	N/A	N/A
Janitor	Wash., D.C. area: WG1-5	N/A	13,860	12,028	N/A	42.3	141.8	36.9	101.3	N/A	N/A

a/Comparisons were made to step 5 which is the highest step of the FWS pay schedule. (See p. 3.) This step is 12% higher than step 2, which reflects the prevailing average private sector pay rate.

b/Lithographic and Printing Plant Wage Schedule for Washington, D.C., area.

c/5-year comparison is from 1977 to 1981 and 9-year comparison is from 1973 to 1981.

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APPENDIX IV

International Communications Agency (155 bargaining employees)

	FWS comparables		Fiscal year 81 earnings			Percentage pay increases (note c)					
	Regular schedule (note a)	Special schedule	Bargaining	FWS Regular	FWS Special	Bargaining 5-Year	Bargaining 9-Year	FWS-regular 5-Year	FWS-regular 9-Year	FWS-special 5-Year	FWS-special 9-Year
Radio Broadcast Tech-3	Wash., D.C. area: WG10-5	N/A	$32,192	$22,410	N/A	47.0	96.7	44.4	123.6	N/A	N/A
Radio Master Control Tech-3	Wash., D.C. area: WG12-5	N/A	35,586	24,638	N/A	46.7	95.3	44.9	124.9	N/A	N/A
TVA (33,476 blue-collar bargaining employees and 17,076 white-collar bargaining employees)											
Machinist (B)	Nashville area: WG10-5	N/A	20,673	19,934	N/A	51.1	103.4	48.6	125.0	N/A	N/A
Electrician(B)	Nashville area: WG10-5	N/A	20,673	19,934	N/A	51.1	103.4	48.6	125.0	N/A	N/A
Steamfitter(B)	Nashville area: WG9-5	N/A	20,673	19,017	N/A	51.1	103.4	48.2	125.4	N/A	N/A
Unit Operator (D-7)	Nashville area: WG10-5	N/A	21,802	19,934	N/A	50.5	100.1	48.6	125.0	N/A	N/A
Senior Hydro Operator (D-8)	Nashville area: WG11-5	N/A	23,505	20,853	N/A	50.5	99.3	48.9	124.1	N/A	N/A
Hydro Plant Operator (D-7)	Nashville area: WG10-5	N/A	21,802	19,934	N/A	50.5	100.1	48.6	125.0	N/A	N/A
Janitor (SF1-3)	Nashville area: WG1-5	N/A	b/12,657	11,778	N/A	a/35.2	a/85.9	44.9	116.9	N/A	N/A

a/Comparisons were made to step 5 which is the highest step of the FWS pay schedule. (See p. 3.) This step is 12% higher than step 2, which reflects the prevailing average private sector pay rate.

b/Omits mitigation adjustment.

c/5-year comparison is from 1977 to 1981 and 9-year comparison is from 1973 to 1981.

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Bonneville Power Administration (1,196 bargaining employees)

	FWS comparables		Fiscal year 81 earnings			Percentage pay increases (note c)					
	Regular schedule (note a)	Special schedule (note b)		FWS		Bargaining		FWS-regular		FWS-special	
			Bargaining	Regular	Special	5-Year	9-Year	5-Year	9-Year	5-Year	9-Year
PS Electrician	Portland area: WG10-5	PS Electrician: I	$28,255	$23,426	$26,162	52.0	118.9	47.1	N/A	44.0	105.6
Janitor	Portland area: WG2-5	Janitor: A	d/16,396	16,672	15,692	26.1	81.7	45.1	N/A	46.1	97.6
Laborer	Portland area: WG3-5	Laborer: B	20,068	17,715	17,280	52.2	118.9	47.0	N/A	43.1	94.9
Carpenter	Portland area: WG9-5	Carpenter: G	26,681	22,590	24,207	52.0	118.7	47.0	N/A	44.0	103.7
Machinist	Portland area: WG10-5	Plant Mechanic: I	28,255	23,426	26,162	52.0	118.9	47.1	N/A	44.0	105.6
Craftsman	Portland area: WG11-5	Craftsman: K	32,472	24,242	28,790	52.0	118.8	47.3	N/A	44.0	104.0
Bureau of Reclamation - Grand Coulee Project (319 bargaining employees)											
PS Electrician	Spokane area: WG10-5	PS Electrician: I	27,417	23,758	26,162	52.2	113.6	53.9	N/A	44.0	105.6
Janitor	Spokane area: WG2-5	Janitor: A	17,273	17,363	15,692	56.1	N/A	54.2	N/A	44.1	N/A
Laborer	Spokane area: WG3-5	Laborer: B	19,108	18,154	17,280	52.1	N/A	54.0	N/A	43.1	N/A
Carpenter	Spokane area: WG9-5	Carpenter: G	25,304	22,969	24,207	50.9	N/A	53.9	N/A	44.0	N/A
Machinist	Spokane area: WG10-5	Plant Mechanic: I	27,329	23,758	26,162	51.7	N/A	53.9	N/A	44.0	N/A
Electronic Equipment Mechanic	Spokane area: WG11-5	Craftsman: K	31,047	24,567	28,790	50.0	N/A	53.8	N/A	44.0	N/A

a/Comparisons were made to step 5 which is the highest step of the FWS pay schedule. (See p. 3.) This step is 12% higher than step 2, which reflects the prevailing average private sector pay rate.

b/Pacific Northwest Regional Power Rate Schedules used by the U.S. Army Corps of Engineers Pacific Northwest Division to compensate employees involved in operating and maintaining hydro electric generating facilities throughout the region.

c/5-year comparison is from 1977 to 1981 and 9-year comparison is from 1973 to 1981.

d/Higher rates are earned by incumbents due to grandfather provisions after a spot adjustment.

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APPENDIX IV

Bureau of Reclamation - Boise-Minidoka Project (79 bargaining employees)

	FWS comparables		Fiscal year 81 earnings			Percentage pay increases (note c)					
	Regular schedule (note a)	Special schedule (note b)	Bargaining	FWS Regular	FWS Special	Bargaining 5-Year	Bargaining 9-Year	FWS-regular 5-Year	FWS-regular 9-Year	FWS-special 5-Year	FWS-special 9-Year
PS Electrician	Boise Area: WG10-5	Electrician: I	$23,492	$20,676	$26,162	44.7	N/A	45.4	N/A	44.0	N/A
Janitor	Boise Area: WG1-5	Janitor: A	11,622	13,606	15,692	34.3	N/A	38.8	N/A	44.1	N/A
Laborer	Boise Area: WG3-5	Laborer: B	11,558	15,143	17,280	33.6	N/A	40.1	N/A	43.1	N/A
Plant Mechanic	Boise Area: WG10-5	Plant Mechanic: I	23,492	20,676	26,162	49.7	N/A	45.4	N/A	44.0	N/A
Bureau of Reclamation - Hungry Horse Project (note d) (17 bargaining employees)											
PS Electrician	Great Falls area: WG10-5	Electrician: I	26,496	23,244	26,162	47.7	107.8	55.5	N/A	44.0	105.6
Janitor	Great Falls area: WG2-5	Janitor: A	15,902	16,417	15,692	61.9	N/A	52.1	N/A	44.1	N/A
Laborer	Great Falls area: WG3-5	Laborer: B	15,902	e/17,267	17,280	61.9	N/A	52.6	N/A	43.1	N/A
Plant Mechanic	Great Falls area: WG10-5	Plant Mechanic: I	26,496	23,244	26,162	47.7	N/A	55.5	N/A	44.0	N/A
Electronic Equipment Mechanic	Great Falls area: WG11-5	Craftsman: K	27,748	24,095	28,790	47.2	N/A	55.9	N/A	44.0	N/A

a/Comparisons were made to step 5 which is the highest step of the FWS pay schedule. (See p. 3.) This step is 12% higher than step 2, which reflects the prevailing average private sector pay rate.

b/Pacific Northwest Regional Power Rate Schedules used by the U.S. Army Corps of Engineers Pacific Northwest Division to compensate employees involved in operating and maintaining hydro electric generating facilities throughout the region.

c/5-year comparison is from 1977 to 1981 and 9-year comparison is from 1973 to 1981.

d/This unit decertified its union in June 1981, but negotiated rates of pay remained in place through FY 1981.

e/The step 2 rate was $15,411 and is less than the bargaining rate.

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APPENDIX IV

Bureau of Reclamation - Yakima Project (14 bargaining employees)

	FWS comparables		Fiscal year 81 earnings			Percentage pay increases (note c)					
				FWS		Bargaining		FWS-regular		FWS-special	
	Regular schedule (note a)	Special schedule (note b)	Bargaining	Regular	Special	5-Year	9-Year	5-Year	9-Year	5-Year	9-Year
PS Electrician	SE Wash.-East Oregon: WG10-5	Electrician: I	$24,487	$22,141	$26,162	37.5	N/A	49.1	N/A	44.0	N/A
Plant Mechanic	SE Wash.-East Oregon: WG10-5	Plant Mechanic: I	24,487	22,141	26,162	37.5	N/A	49.1	N/A	44.0	N/A

National Park Service - Coulee Dam National Recreation Area (31 bargaining employees)

Janitor	Spokane area: WG2-5	N/A	17,273	d/17,363	N/A	56.1	N/A	54.2	N/A	N/A	N/A
Laborer	Spokane area: WG3-5	N/A	19,108	18,154	N/A	52.1	N/A	54.0	N/A	N/A	N/A
Carpenter	Spokane area: WG9-5	N/A	25,304	22,969	N/A	50.9	N/A	53.9	N/A	N/A	N/A

a/Comparison were made to step 5 which is the highest step of the FWC pay schedule. (See p. 3.) This step is 12% higher than step 2, which reflects the prevailing average private sector pay rate.

b/Pacific Northwest Regional Power Rate Schedules used by the U.S Army Corps of Engineers Pacific Northwest Division to compensate employees involved in operating and maintaining hydro electric generating facilities throughout the region.

c/5-year comparison is frm 1977 to 1981 and 9-year comparison is from 1973 to 1981.

d/The step 2 rate was $15,506 and is less than the bargaining rate.

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APPENDIX V

STATE AND LOCAL COLLECTIVE BARGAINING ARRANGEMENTS

	Collective bargaining provisions (note a)	Comprehensive labor laws (note b)	Employee coverage (note c)	Scope of bargaining (note d)	Impasse procedures (note e)	Strike policy (note f)	Percent of public employees represented by bargaining units by 1979	
							State	Local
Alabama	2		F,T	W,C		P	7.0	6.6
Alaska	1	X	S,L,T	W,H,C	M,A	LR	59.5	61.3
Arizona	3					P	-	32.4
Arkansas	3					P	-	8.9
California	1	X	T	W,H,C	M,FF	P	-	27.2
	2		S,L	W,H,C	M,FF	P	-	38.2
Colorado	3					P	-	35.7
Connecticut	1	X	S,L,T	W,H,C	M,FF,A	P	88.2	65.0
Delaware	1	X	S,L,T	W,H,C,G	M,FF	P	43.8	66.0
District of Columbia	1	X	All	W,H,C	M,A	P	-	72.2
Florida	1	X	All	W,H,C	M,FF	P	44.3	44.2
Georgia	2		F	W,H,C	FF	P	-	2.5
Hawaii	1	X	All	W,H,C	M,FF,A	LR	69.3	64.8
Idaho	1	X	P,T	W,H,C,C	M,FF	LR	-	29.7
Illinois	1	X	S,F	W,H,C	M,FF,A	P	36.7	33.5
Indiana	1	X	T	W,H,C	M,FF,A	P	4.2	35.6
Iowa	1	X	All	W,H,C	M,FF,A	P	29.4	40.9
Kansas	1	X	T	W,H,C	M,FF	P	17.2	23.8
	2		All	W,H,C	M,FF	P		6.8
Kentucky	1	X	F,P	W,H,C	M,FF	P	-	16.5
Louisiana	3					P	11.0	9.1
Maine	1	X	S,L,O	W,H,C	M,FF,A	P	38.8	41.1
Maryland	1	X	T,O	W,H,C	M,FF	P	2.4	59.0
Massachusetts	1	X	All	W,H,C	M,FF,A	P	79.4	65.4
Michigan	1	X	S,L	W,H,C	M,FF,A	P	42.3	62.5
Minnesota	1		All	G,H,C	M,A	LR	36.6	55.2
Mississippi	3					NP	-	1.1
Missouri	2		All except P,T	W,C		P	20.4	20.4
Montana	1	X	All	W,H,C	M,FF,A	LR	32.8	36.9
Nebraska	1	X	All	W,H,C	M,FF,A	P	16.7	12.2
	2		T	W,C	FF	P	-	23.4
Nevada	1	X	L	W,H,C	M,FF,A	P	-	68.9
New Hampshire	1	X	All	W,H,C	M,FF,A	P	49.8	32.4
New Jersey	1		All,F,P	G,C,W,H,C	M,FF,A	P	61.1	57.1
New Mexico	1		S	C	M,FF	P	14.7	27.2
New York	1	X	All except some T,O	W,H,C,G	M,FF,A	P	74.4	78.2
North Carolina	3					NP	-	-
North Dakota	1	X	T	W,H,C	M,FF	P	4.2	24.5
Ohio	3					P	21.5	46.4
Oklahoma	1		O	C	FF	P	-	18.3
	2		F,P	W,H,C,G	FF	P	-	7.8
Oregon	1	X	All	W,H,C	M,FF,A	LR	52.9	61.4
Pennsylvania	1	X	All	W,H,C	M,FF,A	LR	66.7	58.1
Rhode Island	1	X	S,L,T,F,P	W,H,C	M,FF,A	P	68.2	77.5
South Carolina	3					P	-	0.6
South Dakota	1	X	All	W,H,C	A	P	7.9	30.7
Tennessee	1	X	T	W,G,C	M,FF	P	0.2	24.4
Texas	1		F,P	W,H,C	M,A	P	-	1.6
	2		T	C		P		
Utah	3					P	19.3	49.7
Vermont	1	X	S,L,T	W,H,C	M,FF,A	LR	54.0	37.5
Virginia	3					P	-	-
Washington	1	X	L,T,S	W,H,C,G,C	M,A	P	37.4	61.7
	2		O	W,C	M,FF	P		3.2
West Virginia	3					NP	-	5.2
Wisconsin	1	X	S,L,T,F,P	W,H,C	M,FF,A	LR	44.5	53.7
Wyoming	1		F	W,C	A	NP	-	24.0

See note on page 29.

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APPENDIX V

Note: Listing of States "with laws" and "without laws" may differ. Sometimes States are viewed as not having a "law" if the statute does not contain enforcement provisions or provide an administrative body to regulate the conduct of the parties.

a/Collective bargaining provisions (1) statute or executive order which establishes the duty to collectively bargain, (2) meet and confer statute or (3) no collective bargaining law.

b/Comprehensive labor laws establish the duty to collectively bargain between a public employer and an exclusive bargaining agent for all employees in a unit on wages, hours, and other terms and conditions of employment. They establish an independent administrative agency and procedures for unit and representation determinations. They specify methods for resolving impasses and many define unfair labor practices and grievance procedures. Also, in some States, these laws may cover only certain groups of employees.

c/Employee coverage: All--All public employees; S--State employees; L--Local employees; T--Teachers; F--Firefighters; P--Police; and O--Others.

d/Scope of bargaining: W--Wages; H--Hours; C--Conditions of employment; and G--Grievance procedures.

e/Impasse procedures: M--Mediation; FF--Fact finding; and A--Arbitration.

f/Strike policy: P--Prohibited; LR--Limited right to strike; and NP--No policy.

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